

12 July 1954

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Rotation of Instructor Personnel

1. PROBLEM:

a. To establish a policy providing for an orderly system of rotation of qualified instructor personnel between the Office of Training and the operational Offices.

2. ASSUMPTIONS:

a. For several years to come, the training needs and training work-load of the Agency will continue to be at least as great as at present.

b. In the interests of strengthening the Agency's over-all capabilities, of maintaining up-to-date and enriched training, and of promoting the career development of the individuals concerned, instructor personnel should rotate between operations and training.

3. FACTS BEARING ON THE PROBLEM:

a. There is no Agency policy statement or directive concerning the rotation of instructor personnel between the Office of Training and the operational Offices.

b. Training supports operations. For maximum effectiveness it must in turn look to the operational components for instructor personnel.

c. The Office of Training has acquired in the past a number of people from outside the Agency who have valuable training skills. These in turn require operating experience to develop their full usefulness, and hence must rotate into operating jobs.

d. The Office of Training has established thirty months as the normal tour of duty for instructors.

e. The Office is now in a position to anticipate well in advance what its training program will be, and to project numerical as well as qualitative goals as a guide to staffing its instructor requirements.

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f. There is general agreement-in-principle that rotation is necessary, but no systematic procedure or forward planning for effecting it. Each case is handled according to what can be worked out at the time.

g. The Inspector General, in his survey report, concluded that "Acquiring well qualified instructors from the operational offices is still a major problem," and recommended:

"Recommendation 17. In order to provide for the assignment of the most experienced and competent operational personnel to OTR for tours of instructional duty, their assignment should be authorized at the GS-rating they possess, regardless of the GS-rating of any vacancies on the OTR Table of Organization.

"Recommendation 18. Consideration should be given by DD/P to make available to OTR senior operational individuals returning from the field for a period of time sufficient to allow them to record their experiences and operational views, and additionally to allow them to assist in the presentation of at least one course in their field of specialty."

4. DISCUSSION:

a. The success or failure of intelligence and executive operations depends to a large extent upon the state of training of the personnel engaged in such operations. The effectiveness of training, in turn, depends primarily upon the quality of the personnel assigned to develop, prepare, and deliver instruction.

b. A number of qualified, experienced personnel have been exchanged between the Office of Training and the operating components of the Agency. These mutual exchanges have proved to be an effective means by which to (1) create an instructional staff capable of providing training for experienced as well as new intelligence officers; (2) integrate an accumulated body of experience into training guides and manuals of doctrine; (3) provide an opportunity for career officers to broaden their knowledge and acquire specialized competence in various fields of activity; (4) afford instructors who have served a reasonable length of time in this Office an opportunity to gain field experience; and (5) promote generally a cross-fertilization of skills among Agency personnel. These exchanges, however, have been worked out on an individual basis, according to no general plan, and have been accomplished largely through the personal efforts of the Director and Deputy Director of Training. Numerous attempts to effect exchanges have failed, and the rotation effort has been plagued generally by delays, hindrances, and long-drawn-out negotiation. In the absence of a consistent rotation policy, it has been difficult to plan desirable changes of assignment far enough in advance. The costs, in terms of time, effectiveness of program operations and morale of the individuals concerned, have been excessive.

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c. In training individuals for service in the operational Offices, the most effective instructors are those with recent experience in the field. Conversely, people who undertake a tour of duty as instructors have an opportunity to round out and solidify their operational knowledge and are better equipped to render good service in the operational Offices.

d. Just as one picture is said to be worth a thousand words, one qualified instructor possessing sound intelligence experience and operational judgment can make an effective contribution toward increasing the competence of a thousand less-experienced intelligence officers. For example, an instructor in Phase II, during a normal tour of duty, will come in contact with [] to [] trainees. This represents a tremendous return upon the investment of an instructor in the training process.

e. The problem of obtaining qualified instructors, and of finding suitable job placements for present OTR personnel who should have operating experience, exists largely with respect to DD/P. It is by no means confined to DD/P, however, because there are many OTR positions which could, and should, be filled from DD/I and DD/A, and many OTR employees are qualified to work in those Offices in return.

f. Not all OTR personnel should be subject to a rotation policy. Those instructor positions should be included which reasonably could be filled from other components of the Agency, and the incumbents of which could be expected to serve effectively in other components. Of the present T/O, it is estimated that [] such positions have a logical relationship to DD/P; [] to DD/I; and [] to DD/A. The rotation needs of this Office would be largely met if a redeployment of this approximate extent could be effected, on an annual quota basis, over the next few years. Rotation requirements of other categories of personnel would continue to be met on an individual basis as the cases arose.

g. In order to effect reassignments of personnel on any systematic and mutually satisfactory basis, there must be forward planning on the part of all concerned. Qualified personnel must be identified and the dates of their availability determined. Necessary replacements must be scheduled, with assurance that they will be available when required. Individuals concerned must have time to make any necessary personal arrangements.

h. This Office considers thirty months to be a desirable tour of duty for instructors who are subject to rotation. The reasons are:

(1) Knowledge gained through operational experience tends to lose its freshness and current applicability, and hence its value as instructional material, after this length of time.

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(2) The interest and enthusiasm of the operations-oriented instructor sometimes tend to diminish if the assignment is longer.

(3) The benefit to the instructor of participation in theoretical and doctrinal aspects of CIA activity tends to reach a point of diminishing returns after this period.

i. If the standard of instruction provided by this Office is to be truly responsive to the needs of the Agency, and if the career development program for Agency employees is to have full meaning, then qualified employees of DD/P, DD/I, and DD/A should be made available for selection by OTR for at least one tour of instructor duty during their Agency careers. OTR career employees should have equal opportunity to gain experience in other components of the Agency.

5. CONCLUSIONS:

a. There is need for:

(1) Acceptance by DD/P, DD/I, and DD/A of the concept that they have a responsibility to provide adequate instructional personnel if the training job which all agree is needed is to be done.

(2) A policy decision and assignment of priority which will make it possible to carry on forward planning for the selection and assignment of instructor personnel as required, with assurance that individuals selected for rotation will be made available.

(3) Greater freedom of action on the part of OTR to obtain the temporary or part-time services of specialists within the Agency, to meet new or unusual program requirements (i.e. area and language experts) or to exploit in timely fashion the training value of successful operational experience (cf. Recommendation 18, IG report.)

6. ACTION RECOMMENDED:

a. That the general policy be established that operational components of the Agency have a responsibility to support the training function by providing qualified instructional talent as required, and by affording to OTR instructors the opportunity to gain operational experience.

b. That OTR be authorized to select, from among career employees of DD/P, DD/I, and DD/A, in grades GS-13 and below, qualified persons to serve as instructors for at least one regular tour of duty during their Agency careers.

c. That OTR be authorized to select, from among senior qualified and experienced employees (grades GS-13 and above), persons for temporary or part-time detail to the Office as required.

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d. That the necessity for forward planning of rotational assignments of instructor personnel be recognized by instructions to all major components that such assignments, wherever possible, shall be scheduled six months in advance of the effective date. Draft of proposed instruction is attached.

MATTHEW BAIRD
Director of Training

OTR/REF:eb (12 Jul 54)

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MEMORANDUM FOR: Deputy Director (Intelligence)
Deputy Director (Administration)
Deputy Director (Plans)

SUBJECT: Planned Rotation

1. It is ^{the} ~~a~~ policy of this Agency that ^{CIA} ~~all personnel~~ ^{every member of the org} will receive ^{the} ~~the~~ training ^{fill} ~~necessary~~ for proper ^{instructor + specialist} ~~execution~~ of their assigned ^{responsibilities} ~~responsibilities~~. Implementation of this policy makes it necessary that qualified personnel be assigned to ~~instructor~~ positions within the Office of Training.

2. Office Heads will ensure that career planning for personnel under their jurisdiction includes the opportunity for each career employee in ~~Grade GS-13 or below~~ ^{two} to accept at least ~~one~~ ^{two} 30 month assignments in the Office of Training. The Director of Training will be given ~~each month~~ the opportunity to select personnel from those currently under consideration for further reassignment under office career plans. The Director of Training is authorized to select at least ☐ individuals annually from among senior, qualified and experienced employees, Grade GS-14 or above, for temporary or part time detail to the Office of Training, so long as his selection is in consonance with office career plans. The Director of Training is authorized to assign up to ☐ career employees to instructor positions in the Office of Training although the grade of the individual may be higher than the position to which he is assigned. This authorization is granted in the interest of obtaining the most competent instructors without reference to the individual's GS Grade.

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3. Career planning within CIA will also provide opportunity for personnel of the Office of Training to rotate into functional assignments with other offices in order to gain necessary Agency experience. Agency career planning for the rotation of personnel must be accomplished in such a manner that scheduled individual rotations will be pre-planned at least six months in advance of the effective date.

ALLEN W. DULLES
Director of Central Intelligence

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